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GLOBAL RESERVES AND INTERREGIONAL PROGRAMMES

Information note

SUMMARY

The present note has been prepared at the request of some members of the Executive Board to clarify the nature and significance of global reserves and interregional programmes and their administrative implications. The paper classifies them into three categories - programme support funds, programme reserves and interregional programmes - and explains their nature, magnitude and establishment; their rationale and purpose; administrative implications; and the role, functions and purposes of project posts at headquarters and regional offices. In addition, the ratio of staff costs to programme expenditure/planning levels is contained in annex 1, and headquarters staff positions financed by global reserves and interregional programmes are contained in annex 2. Staff positions to be financed by the Interregional Fund for Programme Preparation, Promotion and Evaluation (IFPPE) have already been shown in document E/ICEF/1991/P/L.37/Add.1 and those to be financed by regional support for programme preparation, promotion and evaluation have been shown in document E/ICEF/1991/P/L.38/Add.1.

Although headquarters and regional staff positions financed by IFPPE amounted to 42 per cent in 1990, they constituted only 1.12 per cent of total expenditure. The total expenditure for staff positions at headquarters and interregional staff positions financed by global reserves and interregional programmes amounted to 1.58 per cent.

READEX FICHE

Nature, magnitude and establishment

1. The present note has been prepared in response to the request of some members of the Executive Board for more clarification on the nature and practice of global reserves and interregional programmes and their administrative implications.

2. The global reserves and interregional programmes are classified into three categories and are given below with their magnitude (general resources planning level and supplementary funding available in 1990) and their year of establishment.

Table 1

Programme support funds, global reserves and interregional programmes: resources available and year of establishment

	1990 General resources planning level	1990 Supplementary funding	Year of establishment
	(In thousands of United States dollars)		
Programme support funds			
1. Interregional Fund for Programme Preparation, Promotion and Evaluation (IFPPE)	15 500		1962
(for 1992)	12 500		
2. Regional support for programme preparation, promotion and evaluation (regional IFPPE)* (newly proposed for 1992)	9 107		1992
Programme reserves			
1. Emergency Reserve Fund (ERF)	4 000		1971
(proposed for 1991)	5 000		

Table 1 (continued)

		1990 General resources planning level	1990 Supplementary funding	Year of establishment
		(In thousands of United States dollars)		
2.	Under-Five Mortality (U5MR) Reduction Reserve (proposed to be renamed the Mortality Reduction Reserve)	2 885 a/	40 260 b/	1983
3.	Bamako Initiative	4 755 c/		1988
4.	Basic Education Reserve	5 000		1990
Interregional programmes				
1.	Essential drugs		2 062	1983
2.	Food and nutrition surveillance (FNS)	691 d/	969	1987
3.	Child monitoring	1 000 e/		1989
4.	Dracunculiasis (guinea-worm) eradication	800 f/		1989
5.	Acquired immune deficiency syndrome (AIDS)	1 000	60	1990
6.	Nutrition	750		1990
7.	Global communication	300		1990
8.	Environment	2 000 g/		1990
9.	Children's vaccine initiative* (proposed for 1991)	2 500 (1991)		1991

Table 1 (continued)

	1990 General resources planning level	1990 Supplementary funding	Year of establishment
	(In thousands of United States dollars)		
10. Iodine deficiency disorders (IDD)* (proposed for 1991)	400 (1991)		1991
11. Children in especially difficult circumstances (CEDC)* (proposed for 1991)	300 (1991)		1991

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* Indicates programmes being submitted to the 1991 Executive Board for approval.

a/ Excludes carry-over from prior year of $10.653 million.

b/ Includes carry-over from prior year of $15.692 million and $22.465 million received from Rotary International.

c/ Excludes carry-over from prior year of $3.442 million.

d/ Excludes carry-over from prior year of $0.751 million.

e/ Excludes carry-over from prior year of $0.078 million.

f/ Excludes carry-over from prior year of $0.035 million.

g/ Excludes carry-over from prior year of $1.043 million.

Rationale and purpose

Interregional fund for programme preparation, promotion and evaluation

3. The Interregional Fund for Programme Preparation (IFP) was first established in 1962 to assist in programme preparation where country programme funds were inadequate for the purpose. During the 1970s, the scope of the fund was enlarged to embrace knowledge exchange and knowledge-related activities in substantive areas of UNICEF operations. In 1983, the scope of IFP was further extended to cover evaluation and, in 1984, to programme promotion activities; and the name was changed to IFPPE by the Board in 1984.

4. It is the principal source of funding for headquarters and regional office activities for programme support. When the headquarters and regional core advisory posts were transferred as project posts in the 1982-1983 and 1984-1985 bienniums, they were financed by IFPPE. With the changing scope of programme activities, IFPPE has also been used to provide programme support activities through assistance for problem-solving in programme operations in the field; to promote effective United Nations inter-agency coordination activities in response to the several resolutions adopted by the General Assembly and the UNICEF Executive Board; and for advocacy and programme promotion activities.

5. IFPPE-supported activities are normally people-intensive activities that are carried out through project staff, consultants or institutional contracts. The Fund is also used to initiate new programmes or to support exploratory activities which, once they have evolved, are then transferred to interregional programmes as the latter are established. For example, the AIDS programme, which was first financed by IFPPE in 1987, evolved into an interregional programme in 1990.

6. Regional advisory services were also supported by IFPPE up to 1991. With the progressively improved funding of country programmes, country offices no longer required monetary support for country programme preparations. However, it was increasingly recognized that all regions needed to be provided with the means to develop a process of dialogue among country offices, regional office and headquarters during the country programme preparation period in order to develop programmes that were relevant to the needs of the country and that took into account priorities as defined by the Executive Board. As programmes became more sophisticated and goal-oriented, increased backstopping was also requested by field offices. Therefore, it was decided to separate the regional IFPPE, with effect from 1992, after the expiry of the current biennium and to increase the planning levels in order better to respond to its needs (see E/ICEF/1991/P/L.38 and Add.1).

Programme reserves

7. There are four programme reserves: ERF, U5MR, the Bamako Initiative and basic education. They were established at different times in order to meet the needs as they arose.

8. ERF was established in 1971 to support minor emergencies that required more than the $25,000 which, at that time, the UNICEF representatives were entitled to transfer out of country programme funds and to support major emergencies before an appeal could be launched. The size of the reserve was intentionally kept small in order to replenish it through special contributions. It was enlarged to $3 million over the 1980s and to $4 million in 1990. However, the fund is now experiencing turn-around difficulties because of the numerous emergencies that have occurred at almost the same time.

9. The U5MR Reserve was first established in 1983 as the Infant Mortality Reduction Reserve and later enlarged in 1989 as the U5MR Reserve to include children under five years old. In the current proposal (E/ICEF/1991/P/L.36), it is proposed that the name of the reserve be changed to "Mortality Reduction Reserve" to include maternal mortality reduction activities. The two other reserves - Bamako Initiative and basic education - were established in 1988 and 1990, respectively.

10. It may be noted from table 2 below that, although the Board proposal stipulates that at least 70 per cent of the U5MR Reserve should flow to developing countries, the actual percentages are much higher.

Table 2

Actual expenditure of U5MR Reserve and the percentages for global and country-level support

Year	Total actual expenditure a/ (In millions of United States dollars)	Country percentage	Global percentage
1985	17.5	90.9	9.1
1986	15.7	81.2	18.8
1987	21.6	91.1	8.9
1988	27.1	90.1	9.9
1989	27.5	96.9	3.1
1990	40.8	94.3	5.7

a/ Includes general resources and supplementary funding.

11. Excluding ERF, the other three reserves have common purposes. They are to support the initiation of activities where opportunities arise, but where country programme funds are not yet available because of prior commitments. They also provide stopgap support where supplementary funding support has not

been forthcoming as earlier envisaged or are arranged to capture the momentum built up in the community. The reserves support experimental and exploratory activities that Governments are not always willing to support through country programmes. They also serve as mechanisms to receive supplementary funding support where projects are more generic or include many countries, such as Rotary International support for poliomyelitis vaccines. (It should be noted that the U5MR Reserve had $40 million available as supplementary funds during 1990.)

Interregional programmes

12. Interregional programmes are those special programmes where global coordination is essential. For example, there are dracunculiasis eradication programmes in 17 countries, most of which are relatively small, and a global coordination effort would ensure common standards and basic parameters. They are also supportive of programmes ready for expansion, ready to go to scale or in need of assistance until country programmes can take over (e.g. AIDS). They are also generally of a scale where IFPPE resources are no longer adequate.

Quality and relevance

13. One common characteristic of all the global funds, reserves and programmes is their catalytic role in ensuring the quality and relevance of programmes and in facilitating the initiation of programmes that would otherwise be unduly delayed.

14. The usefulness of this mechanism has been proven by its contribution to the achievement of universal child immunization (UCI) globally by enabling many countries to initiate their activities in time.

Administrative implications

15. While interregional programmes would normally include staffing requirements because they are relatively more advanced in programme-specific needs, proposals for global funds and reserves are less specific because the needs in such cases are not always specifically definable in advance. However, the proposals usually indicate the areas of operations, their significance and approximate cost. As stated earlier, staff needs are normally met by appointing project staff, recruiting consultants or contracting out with institutions. When longer-term needs (e.g. one year or more in the same discipline) are foreseen, project staff positions are then submitted to the UNICEF Budget Planning and Review Committee, with justifications, for approval.

16. All staff appointments made through IFPPE were reported to the Executive Board in 1989 and later incorporated in the report on the use of global funds in 1990 (E/ICEF/1990/P/L.37). They were not reported in 1991 only because the

report on the use of global funds was among those biennialized by the Bureau of the Board and would thus be submitted only in alternate years, starting in 1992. The headquarters posts financed by the funds, however, together with the source of funding, are reported in the budget submission (E/ICEF/1991/AB/L.1 and Add.1).

17. At the request of some members of the Board, the staff positions to be financed by the new IFPPE and regional IFPPE proposals are included in documents E/ICEF/1991/P/L.37/Add.1 and E/ICEF/1991/P/L.38/Add.1, respectively. In order to have a total picture of the staff implications of all global funds, reserves and interregional programmes, two annexes are attached to the present report. Annex 1 shows actual 1990 planning levels and the staff costs charged to them, both in numerical and percentage terms and the estimated level for 1991 and planned level for 1992.

18. It should be noted that, although 42 per cent of IFPPE funds was for staff support in 1990, it amounted to only 1.12 per cent of total programme expenditure for the year. If all the staff costs at headquarters and regional offices financed by programme support funds, global reserves and interregional programmes were totalled, they would amount to 1.58 per cent of programme expenditure in 1990. It should also be noted that total programme expenditure at the global and interregional levels amounted to 3 per cent of programme expenditure in 1990 as reported in table 3 of the Executive Director's report (E/ICEF/1991/2 (Part II)). This percentage appears to have stabilized during the 1980s.

Project posts at headquarters and regional offices

19. In order to ensure adequate preparation and delivery of quality programmes, there is an obvious need for substantive programme persons in country offices, regional offices and headquarters. Having qualified and experienced professionals also ensures the best return on investments made. Experience indicates that the quality and relevance of programmes are directly related to interaction between communities, non-governmental organizations (NGOs), government ministries, universities and learned institutions on the one hand, and country offices, regional offices, headquarters and concerned specialized agencies, as well as local bilateral agencies, on the other. Increasingly, inter-agency collaboration has grown in importance at the field level, which has required additional support, time and effort for inter-agency collaboration at the headquarters level.

20. In the UNICEF structure, country offices, together with government ministries, would be involved in preparing situation analyses and in developing programme strategies leading to the development of programmes and the implementation of these programmes once they have been approved by the Board. However, as stated above, interaction between regional offices and headquarters invariably produces a better quality programme because of the welding of different strengths of the structure.

21. In addition to providing backstopping where necessary, regional offices normally retain a working relationship with all regional bodies - intergovernmental organizations, NGOs, regional offices of specialized agencies, etc. Based on the experience and conditions of the region, regional offices also adapt policies as appropriate. They also maintain an oversight on programmes and the situation of children and women in the region.

22. Headquarters advisers are involved in developing programme policies, maintaining a global overview and oversight of programme implementation, conducting global monitoring and noting global trends, interacting with related international agencies at the headquarters level, analysing and exchanging experience, etc. The move towards a more serious focus on goals and objectives during the 1980s has strengthened the involvement of specialist staff in monitoring and management by objectives.

23. The cooperation and interaction between all those levels are essential if the programmes developed are to be effective, efficient and relevant.

24. Until 1982, programme advisory positions were filled mostly by core staff, with a few project staff in support. During the two budget bienniums 1982-1983 and 1984-1985, a policy decision was made, with the approval of the Board, to reduce the core programme positions to one in each field, abolishing the core posts freed or changing a fraction of the previous core posts to project posts. Three considerations underlined those actions:

(a) Not to expand headquarters core positions;

(b) To introduce flexibility so that those positions not required after a limited period can be abolished or substituted for other disciplines;

(c) A prevailing mood of the Board not to cross-subsidize supplementary fund activities with staff financed from general resources.

25. Two examples of such flexibility include the abolishment of the posts of special coordinator for child survival and development (L-6) and special adviser to the Executive Director (L-7). They were not replaced nor were the vacant posts transferred to other project positions.

26. Three cases are further presented as examples of actions that have evolved. In the water supply and sanitation sector, before 1982, four core posts in New York were reduced to one core post (the post of the chief of the section) and one project post. Since that time, experience showed the need for further strengthening, encouraged in part by the Board's wish to see water supply and sanitation activities further strengthened. One project post for sanitation at the L-5 level was added in 1990 and a new project post for monitoring at the L-4 level has been proposed, while the level of programme expenditure increased to $82 million in 1990.

27. In the area of health, there are only two core posts in New York: the coordinator of the health cluster and the head of the Child Survival Unit covering immunization, diarrhoeal diseases and acute respiratory infections.

Although health expenditure in 1990 reached $250 million, they are supported by only six project posts: one L-5 for the control of diarrhoeal diseases/acute respiratory infections (CDD/ARI); one L-5 for field support in immunization; one L-4 to review progress and "hold the fort"; one L-3 for programme monitoring in the Child Survival Unit, and one L-5 and one L-4 for the AIDS programme. The coordinator of the health cluster is also responsible for primary health care, safe motherhood and family planning, while the chief of the Child Survival Unit is also personally involved in immunization activities, which are now in operation in over 120 countries.

28. In the area of nutrition, there is only one core position for the chief of the cluster, who also serves as the senior nutrition adviser. The post is supported by three advisers in project posts: micronutrients (L-5); breast-feeding (L-4); and household food security (L-4), with two project officers in the FNS programme.

29. Project posts at headquarters are charged to different funds or programmes according to the following criteria:

(a) Direct costs, where identifiable, are charged to supplementary funds;

(b) Where support is provided to more than one country and if the supplementary funding is adequate, posts are charged pro rata;

(c) Posts are charged to IFPPE where other sources cannot be identified because of the initial or exploratory stages, advisory or global nature of the projects;

(d) Posts are charged to interregional programmes or programme reserves where established.

GLOBAL RESERVES AND INTERREGIONAL PROGRAMMES: RATIO OF STAFF COSTS TO PROGRAMME EXPENDITURE/PLANNING LEVELS, 1990-1992

FUNDS	1990 (ACTUAL)						1991 (ESTIMATED)						1992 (PLANNED)					
	GR EXPEN	SF EXPEN	TOTAL	STAFF COSTS	%	POSTS P+G	GR PLAN L	SF AVAIL	TOTAL	STAFF COSTS	%	POSTS P+G	GR PLAN L	SF AVAIL	TOTAL	STAFF COSTS	%	POSTS P+G
PROGRAMME SUPPORT FUNDS																		
IFPPE	15479	0	15479	6575	42%	78+62	18401	0	18401	8927	49%	74+62	12500	0	12500	5893	47%	42+39
REGIONAL IFPPE	0	0	0	0	0%	0	0	0	0	0	0%	0	9107	0	9107	4704	0%	38+26
PROGRAMME RESERVES																		
ERF	2643	0	2643	177	7%	2+0	5000	0	5000	321	6%	2+2	0	0	0	0	0%	0
U5MR	13018	28081	41099	887	2%	10+3	12067	20904	32971	1254	4%	11+4	10000	0	10000	1196	12%	10+4
BAMAKO INITIATIVE	3795	0	3795	918	24%	5+6	3642	0	3642	815	22%	5+5	3000	0	3000	856	29%	5+5
BASIC EDUCATION	724	0	724	117	16%	4+3	7600	0	7600	576	8%	4+3	5000	0	5000	605	12%	4+3
INTERREGIONAL PROGRAMMES																		
ESSENTIAL DRUGS	0	1238	1238	77	6%	1+1	0	2627	2627	94	4%	1+0	0	0	0	0	0%	0
FNS	612	639	1251	200	16%	2+1	1370	2147	3517	270	8%	2+1	0	0	0	0	0%	0
CHILD MONITORING	190	0	190	0	0%	0	1238	0	1238	0	0%	0	1000	0	1000	0	0%	0
DRACUNCULIASIS	598	0	598	120	20%	1+1*	873	0	873	35	4%	1+1*	1500	0	1500	156	10%	1+1
AIDS	409	23	432	153	35%	1+1	1382	1046	2428	269	11%	2+1	1000	775	1775	282	16%	2+1
NUTRITION	591	0	591	0	0%	0	750	0	750	0	0%	0	159	0	159	0	0%	0
GLOBAL COMMUNICATION	0	0	0	0	0%	0	300	0	300	0	0%	0	300	0	300	0	0%	0
ENVIRONMENT	584	0	584	41	7%	0+1	1619	0	1619	35	2%	0+1	789	0	789	0	0%	0
VACCINE INITIATIVE	0	0	0	0	0%	0	2500	0	2500	0	0%	0	2500	0	2500	0	0%	0
IDD	149	0	149	0	0%	0	2230	110	2340	0	0%	0	1395	0	1395	0	0%	0
CEDC	0	0	0	0	0%	0	300	0	300	0	0%	0	300	0	300	0	0%	0
TOTAL	38792	29981	68773	9265	13%	104+79	59272	25834	86106	12596	15%	102+80	48550	775	49325	13592	28%	104+80

GR = general resources.

SF = supplementary funding.

P+G = number of Professional and General Service posts charged to the fund.

EXPEN = expenditure.

PLAN L = planning levels.

AVAIL = available.

* The cost of these posts are shared with Nigeria Office.

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Annex 2

HEADQUARTERS STAFF POSITIONS TO BE FINANCED BY GLOBAL RESERVES AND INTERREGIONAL PROGRAMMES

POST	LEVEL	PAT NUMBER a/
Mortality Reduction Reserve		
A. Headquarters		
1. Senior project officer, EPI	L-5	88103
2. Senior project officer, CDD/ARI	L-5	87521
3. Project officer, EPI	L-4	88104
4. Project officer, EPI	L-3	87424
5. Programme assistant	G-6	90407
6. Senior secretary	G-4	88105
7. Senior secretary	G-4	87425
8. Senior secretary	G-4	83434
B. Geneva		
1. Project officer, health	L-5	91590
C. Geneva (WHO/UNICEF)		
1. Industrial engineer, CDD	L-4	01759
2. Communications officer, CDD	L-4	87376
3. Senior project officer, EPI (on secondment to WHO)	L-5	87546
Environment		
1. Senior secretary	G-4	89546

POST	LEVEL	PAT NUMBER a/
Emergency Reserve		
1. Director, Emergency Operations	L-7	90318
2. Project officer	L-4	91515
3. Secretary	G-4	89714
4. Secretary	G-3	89715
Food and Nutrition Surveillance		
1. Senior project officer	L-5	87456
2. Project officer, FNS	L-4	90325
3. Senior secretary	G-4	87516
AIDS		
1. Senior project officer, AIDS	L-5	87522
2. Project officer, AIDS	L-4	89758
3. Senior secretary	G-4	90239
Education Reserve		
1. Special adviser to the Executive Director	L-7	90319
2. Senior adviser, female education	L-5	91009
3. Adviser, non-formal education	L-4	91008
4. Assistant project officer	L-2	91010
5. Principal secretary	G-5	90320
6. Senior secretary	G-4	89770
7. Senior secretary	G-4	89774

	POST	LEVEL	PAT NUMBER a/
Bamako Initiative			
1.	Manager, Bamako (L-6)	L-7	88327
2.	Deputy manager, Bamako	L-6	88328
3.	Senior adviser, Bamako	L-5	88331
4.	Senior adviser, Bamako	L-5	88329
5.	Senior adviser, Bamako	L-5	88330
6.	Project officer, essential drugs (supported by supplementary funds)	L-4	86419
7.	Project officer (supported by supplementary funds)	L-3	90214
8.	Secretary	G-5	88333
9.	Secretary	G-4	88337
10.	Secretary	G-4	88334
11.	Secretary	G-4	88335
12.	Secretary	G-4	88336
13.	Secretary (supported by supplementary funds)	G-4	90215

* PAT = post authorization table.